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DEPT FOR OES/OFA/DPA, EAP/U

USDOC FOR NOAA/NMFS PASS TO F/M321

E.O.12356: DECL: OADR
TAGS: EFIS, JA, IWC-1
SUBJECT: MOFA AND CONGRESSMAN DISCUSS WHALES

1. (C - ENTIRE TEXT).

2. SUMMARY. DURING FIRST DAY OF TRIP TO JAPAN AT INVITATION OF MINISTRY OF FOREIGN AFFAIRS (MOFA) CONGRESSMAN JOHN BREAUX HELD MEETINGS WITH MOFA OFFICIALS WHO INDICATED THAT WHALING ISSUE COULD AFFECT OVERALL USG/GOJ RELATIONS (PARA 3). CONGRESSMAN BREAUX EMPHASIZED STRONG SENTIMENT AGAINST CONTINUED WHALING IN U.S. CONGRESS AND SAID THAT ANY JAPANESE WHALING THAT EXCEEDED QUOTAS ESTABLISHED BY INTERNATIONAL WHALING COMMISSION (IWC) WOULD LEAD TO CUTS IN GOJ FISHERIES ALLOCATIONS UNDER PACKWOOD AMENDMENT TO MAGNUSON FISHERY CONSERVATION AND MANAGEMENT ACT (PARA 4). CONGRESSMAN INDICATED POSSIBILITY OF USG/CONGRESSIONAL REVIEW OF USG PARTICIPATION IN PRESENT IWC (PARA 5) BUT SAID THAT GOJ SHOULD DEFER COMMERCIAL WHALING ACTIVITIES FOR COMING SEASON UNTIL AFTER ELECTIONS IN U.S. THIS NOVEMBER (PARA 5). END SUMMARY.

3. ON AUGUST 20, CONGRESSMAN JOHN BREAUX, STAFF COUNSEL TIM SMITH, AND FISHERIES COUNSEL GLENN DELANEY HELD MEETINGS WITH GOJ OFFICIALS INVOLVED IN FISHERIES ISSUES AT MINISTRY OF FOREIGN AFFAIRS (MOFA). REGFISHATT ACCOMPANIED CONGRESSMAN AND STAFF TO FIRST MEETING WITH MR. SHINTARO YAMASHITA, DEPUTY DIRECTOR-GENERAL OF NORTH AMERICAN AFFAIRS BUREAU OF MOFA AND STAFF MEMBER ATSUGO SAEGUSA OF MOFA FIRST NORTH AMERICAN DIVISION. SECOND MEETING WITH MR. RYOHEI MURATA, DIRECTOR-GENERAL OF ECONOMIC AFFAIRS BUREAU ALSO INCLUDED ECONOMIC AFFAIRS BUREAU DEPUTY DIRECTOR-GENERAL YOSHIYASU (PETER) SATO AND DEPUTY DIRECTOR OF ECONOMIC AFFAIRS BUREAU FISHERIES DIVISION KENRO IINO.

4. BOTH MEETINGS AT MOFA FOCUSED ON WHALING ISSUE. MOFA DIRGEN MURATA SAID THAT WHALING WAS THE SOURCE OF "GREAT CONCERN" IN JAPAN AND THAT LDP DIET MEMBERS WHO HAD INTERESTS IN WHALING HAD FORMED A SUBCOMMITTEE ON WHALING IN ORDER TO BECOME INVOLVED IN GOJ

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CONFIDENTIAL

84 5001077

SCR

PAGE 002

NC 5001077

TOR: 230506Z AUG 84

DISCUSSIONS ON WHALING AS PARTICIPANTS OR OBSERVERS AS THE SITUATION ALLOWED. HE CHARACTERIZED THE JUNE 1984 IWC MEETING IN BUENOS AIRES AS A "NASTY EXPERIENCE" AND MR. SATO CALLED IT A "TERRIBLE MEETING"; MURATA CONCLUDED IT COULD NOT ONLY HAVE ECONOMIC CONSEQUENCES IN THE WHALING/FISHERIES AREA, BUT COULD "AFFECT OVERALL USG/GOJ RELATIONS" BECAUSE OF THE PERCEPTION OF THE JAPANESE PEOPLE ON THE "IRRATIONALITY" OF THE MEETING. IN PARTICULAR, GOJ OFFICIALS POINTED OUT THAT IWC MEETINGS WERE BEING CONTROLLED BY ANTIWHALING NATIONS SO THAT THE IWC WAS NO LONGER FUNCTIONING "NORMALLY".

FOR EXAMPLE, MURATA CALLED ATTENTION TO THE IWC APPROVAL OF USG PROPOSALS FOR ESKIMO WHALING ON THE BOWHEAD WHALE, AN ENDANGERED SPECIES. WHEN, AT THE SAME TIME, THE IWC WOULD NOT PERMIT WHALING ON SPECIES HARVESTED BY JAPAN THAT WERE NOT ENDANGERED. HE FURTHER STATED THAT JAPANESE COASTAL WHALING WAS A SUBSISTENCE WHALING ON A LARGER SCALE.

CONGRESSMAN BREAUX REFERRED TO HEARINGS HE HAD CALLED ON U. S. WHALING POLICY IN SEPTEMBER 1983 IN WHICH THE USG POSITION TO ALLOW WHALING ON THE ENDANGERED BOWHEAD WHALE SEEMED INCONSISTENT WITH A MORATORIUM ON WHALING FOR OTHER SPECIES. HOWEVER, HE EMPHASIZED THAT HIS PERSONAL PHILOSOPHY WAS NOT CONTRARY TO HARVESTS FOR NONENDANGERED SPECIES IF BASED ON SCIENTIFIC EVIDENCE. NEVERTHELESS, THERE WAS LITTLE PUBLIC OR CONGRESSIONAL SUPPORT FOR SUCH A VIEW AND MUCH OF THE OPPOSITION TO WHALING IN THE U.S. WAS NOT NECESSARILY BASED ON SCIENTIFIC ARGUMENTS. MR. YAMASHITA SAID THAT GOJ UNDERSTOOD THE EMOTIONAL ATTACHMENT TO WHALES IN THE U.S. BUT THAT THE MATTER HAD A HUMAN COMPONENT TOO, ESPECIALLY IN TOWNS DEPENDENT ON WHALING WHERE THE ISSUE WAS TAKING ON ECONOMIC, SOCIAL AND POLITICAL RAMIFICATIONS AND IN REGIONS OF THE COUNTRY SUCH AS THE OSAKA AREA WHERE MOST OF THE WHALE MEAT IN JAPAN IS CONSUMED.

WHEN ASKED WHY GOJ COULDN'T AGREE TO DISCONTINUE THE ONE REMAINING ANTARCTIC WHALING FLEET, YAMASHITA SAID THAT SINCE MOST OF THE WHALERS WERE IN THEIR 40'S AND 50'S, THEY WOULD NOT BE ABLE TO TRANSFER TO OTHER JOBS.

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5. MR. MURATA SAID THAT, UNDER IWC RULES, GOJ HAD UNTIL OCTOBER 9 TO FILE FURTHER OBJECTIONS TO THE IWC QUOTAS SET AT THE JUNE 1984 MEETING IN BUENOS AIRES AND THAT GOJ WAS EVALUATING ITS OPTIONS. HOWEVER, HE FAILED TO UNDERSTAND WHY THE USG WOULD, UNDER THE PACKWOOD AMENDMENT, CERTIFY THAT SUCH OBJECTIONS WOULD DIMINISH THE EFFECTIVENESS OF THE IWC SINCE THE IWC AGREEMENT SPECIFICALLY ALLOWED FOR OBJECTIONS. CONGRESSMAN BREAUX'S STAFF EXPLAINED THE STRONG LEGISLATIVE HISTORY THAT REQUIRED A CERTIFICATION IF IWC QUOTAS WERE EXCEEDED AND CONGRESSMAN BREAUX MENTIONED THAT SENATOR PACKWOOD WAS PREPARED TO AMEND THE PRESENT PACKWOOD AMENDMENT SO THAT ANY WHALING AT ALL THAT EXCEEDED IWC QUOTAS OR WAS CONTRARY TO IWC REGULATIONS WOULD RESULT IN AN AUTOMATIC CERTIFICATION LEADING TO TERMINATION OF FISHERIES ALLOCATIONS IN THE U. S. EXCLUSIVE ECONOMIC ZONE (EEZ). BREAUX SAID THAT SENATOR PACKWOOD WITHHELD SUBMITTING

CONFIDENTIAL

CONFIDENTIAL

84 5001077

SCR

PAGE 003

NC 5001077

TOR: 230506Z AUG 84

THE AMENDMENT BECAUSE OF THE CONGRESSMAN'S TRIP TO JAPAN BUT THAT IT COULD BE INTRODUCED WHEN CONGRESS RECONVENES AFTER THE SUMMER RECESS. MURATA ARGUED THAT U. S. LAW REGARDING THE IWC SHOULD BE BASED ON THE ASSUMPTION THAT THE IWC IS "FUNCTIONING NORMALLY" AND THAT, SINCE ANTIWHALING NATIONS HAD CAUSED IRRATIONAL BEHAVIOR FROM THE IWC, THE CERTIFICATION WAS NOT APPROPRIATE. BREAUX ASKED IF GOJ HAD MADE ANY EFFORTS TO COUNTERBALANCE THE ANTIWHALING MEMBERSHIP OF IWC BY RECRUITING FISHING COUNTRIES AND MURATA REPLIED THAT GOJ HAD NOT TAKEN SUCH AN APPROACH.

6. CONGRESSMAN BREAUX EXPRESSED CONCERN THAT THE WHALING ISSUE MIGHT FRUSTRATE PENDING COOPERATIVE EFFORTS SUCH AS RECENT COOPERATIVE RESEARCH AND ONGOING DISCUSSIONS WITH FAJ REGARDING AQUACULTURE PROGRAMS AND POSSIBLE SURIMI PRODUCTION IN LOUISIANA. FOR EXAMPLE, THE CONGRESSMAN HAD HEARD THAT GOJ WOULD TAKE RETALIATORY ACTION AGAINST EXPORTS OF U. S. FISHERIES PRODUCTS TO JAPAN IF THE U. S. SANCTIONED JAPAN FOR ITS CONTINUED WHALING. SINCE THIS APPROACH WOULD HURT BOTH SIDES, HE HOPED THAT A SOLUTION COULD BE WORKED OUT THAT AVERT SUCH A STUMBLING BLOCK TO USG/GOJ FISHERIES RELATIONS. IN THIS REGARD, HE MENTIONED THAT HE WAS CONSIDERING PROPOSING A STUDY OF USG POLICY AND THE IWC. THE REVIEW COULD LOOK AT IWC PROCEDURES AND PERFORMANCE AND ANALYZE THE SCIENTIFIC EVIDENCE USED FOR IWC DECISIONS. IT WOULD FOCUS ON THE IWC ITSELF TO SUPPLEMENT A PREVIOUS HEARING IN SEPTEMBER 1983 WHICH LOOKED INTO THE USG POSITION AND ESKIMO SUBSISTENCE. CONGRESSMAN BREAUX THOUGHT THAT SUCH AN EVALUATION MIGHT POSSIBLY POSTPONE THE CONSEQUENCES OF A CERTIFICATION UNDER THE PACKWOOD AMENDMENT BUT HE FIRMLY EMPHASIZED THAT ANY ACTION BY JAPAN TO HARVEST SPERM WHALES BEFORE SUCH A PROPOSAL COULD BE CONSIDERED WOULD SURELY RESULT IN IMMEDIATE CERTIFICATION UNDER THE PACKWOOD AMENDMENT. FURTHER, IT COULD AFFECT SOME 340,000 MT OF RESERVES AND UNALLOCATED TAF SAID TO BE AVAILABLE FOR FURTHER ALLOCATIONS THIS YEAR. BREAUX TOLD THE MOFA OFFICIALS THAT, SINCE ANY GOJ AUTHORIZATION TO ALLOW HARVESTS OF SPERM WHALES WOULD RESULT IN POLITICAL PRESSURE FOR A CERTIFICATION UNDER THE PACKWOOD AMENDMENT, GOJ SHOULD DEFER ANY ACTION REGARDING SPERM WHALES UNTIL AFTER THE U. S. ELECTIONS IN NOVEMBER. HOWEVER, MURATA SAID THAT LICENSES HAVE ALREADY BEEN ISSUED TO THE COASTAL WHALING COMPANIES AND THE INCREASING POLITICAL PRESSURE IN JAPAN TO WALK OUT OF THE IWC DID NOT PERMIT GOJ TO DELAY A DECISION ON SPERM WHALING THAT STARTS IN OCTOBER.

7. WHEN CONGRESSMAN BREAUX ASKED ABOUT FOREIGN MINISTER SHINTARO ABE'S INVOLVEMENT IN THE WHALING ISSUE, YAMASHITA CONFIRMED THAT THE MINISTER HAD BEEN RAISING THE ISSUE WITH THE USG. ALSO, WHEN ABE WAS MINISTER OF AGRICULTURE AND FORESTRY (MAF) FROM 1974 TO 1976, HE PLAYED AN INSTRUMENTAL ROLE IN BRINGING ABOUT THE FORMATION OF THE JOINT WHALING COMPANY FOR ANTARCTIC MOTHERSHIP OPERATIONS FROM THE FOUR INDEPENDENT PRIVATE WHALING COMPANIES THAT FORMERLY HAD FLEETS IN THE ANTARCTIC. THEREFORE, HE SAID, IT COULD BE EXPECTED THAT THE MINISTER WAS IN A SITUATION WHERE THE JOINT WHALING COMPANY WOULD LOBBY FOR HIS SUPPORT OF THEIR ANTARCTIC FLEET.

MANSFIELD

END OF MESSAGE

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